

LAND USE ELEMENT

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LAND USE ELEMENT

INTRODUCTION

The Land Use Element and Environmental Element are at the heart of the Comprehensive Plan. Together they describe the balance between the distribution, location, preservation and protection of uses of land, including housing, commerce, light manufacturing, recreation, open spaces, natural resources, public utilities, public facilities, and other land uses necessary to plan for future growth in a manner that reflects the overall vision of the Comprehensive Plan.

The first section of the Land Use Element provides an overview of the existing pattern of development: 1) how much of the land is currently devoted to residential, commercial, light-manufacturing, public facilities, and agricultural uses, 2) where these uses are located, 3) how much of the land is vacant, and 4) the future development potential on the Island.

The second section of the Element contains the goals and policies, which provide guidance for future land use.

Framework of the Plan

The Framework Goals and Policies establish the overall approach to managing growth on Bainbridge Island. As a city, Bainbridge Island is an urban growth area under GMA. However, future growth on Bainbridge will be accommodated in a manner that is consistent with the requirements of GMA, yet retains the Island's character and quality of life that its residents so highly value.

Five overriding principles guide the Plan:

- 1) Preserve the special character of the Island which includes forested areas, meadows, farms, marine views, and winding roads bordered by dense vegetation.
- 2) Protect the water resources of the Island.
- 3) Foster the diversity of the residents of the Island.
- 4) Balance the costs and benefits to property owners in making land use decisions.
- 5) Base development on the principle that the Island's environmental resources are finite and must be maintained at a sustainable level.

There is another important concept in the Plan. Due to the Island's ability to accommodate the anticipated growth through the number of existing platted lots on the Island and the unused capacity under current zoning, increase in density over current zoning should further a public purpose. The public purposes identified in the Plan are:

- 1) Shift density from critical areas and farmland to Winslow.
- 2) Provide affordable housing.
- 3) Contribute to public infrastructure and public amenities in excess of what is needed to mitigate the impacts of development.

Another important component of the Plan's framework is an emphasis on establishing benchmarks against which to assess the continued viability of the Plan. A monitoring program must be created to track the success of the City in achieving the vision and goals of the Plan.

Winslow

Winslow is the area of urban concentration on the Island. The Plan creates a *Mixed Use Town Center* (MUTC) which is to be the vibrant, pedestrian-oriented core of Winslow, and also recommends a change of approximately 46 acres of multi-family residential designation to the *Mixed Use Town Center*. In the MUTC, densities of up to 28 units per acre or the equivalent in floor area ratio are recommended, but only if the increase in density over existing zoning is achieved through the use of transfer development rights (TDRs) or by providing affordable housing or contributions to infrastructure in excess of what is needed to mitigate the impacts of development.

Five overlay districts are designated to address the distinct neighborhoods and commercial areas within the Town Center:

- *Central Core Overlay District* – To provide the commercial center; residential uses are encouraged, but not required.
- *Ericksen Avenue Overlay District* – To preserve the unique and historical features of Ericksen Avenue; retail is permitted only if on the ground floor with residential or office development above.
- *Madison Avenue Overlay District* – To provide a mix of residential and small-scale, nonresidential uses; all retail and office development must contain a residential component.
- *Gateway Overlay District* – To protect the ravine and provide low-intensity, tourist-oriented commercial, multi-family and agricultural uses.
- *Ferry Terminal* – To provide ferry and associated transportation-oriented uses and a residential/office neighborhood with limited retail adjacent to the terminal to serve commuters.

The High School Road District is meant to provide commercial uses that complement the Town Center and that benefit from auto access near SR 305. Special planning considerations are provided for coordinated development for the area in and around the ferry terminal, and for properties which abut Eagle Harbor. A master plan for Winslow will be developed to implement the goals and policies of the Plan.

The Plan recognizes the existing residential districts in Winslow and suggests that the urban Multi-family District could be appropriate for an increase in density with the use of TDRs after monitoring the success of the TDR program in the Mixed Use Town Center.

Neighborhood Service Centers

The Neighborhood Service Centers will continue to serve as small-scale commercial activity centers. The residential density within the service centers would remain at two units per acre.

Island Center

Expansion of the boundaries of Island Center would be considered part of a special planning-area process.¹ A *contract zoning district*² for the 10-acre site on the northwest corner of Miller and Battle Point Roads would be established to continue with garden supply sales, nursery, and related uses, and provide for some possible expansion of those uses.

Lynwood Center

The Plan recommends one change for Lynwood Center. This change is the removal of the 10-acre parcel currently designated for commercial development in Lynwood Center and designating the parcel as appropriate for increased residential density of up to five units per acre with public water and sewer. A special planning area process is also recommended for Lynwood Center.

Rolling Bay

Expansion of the boundaries of Rolling Bay would be considered as part of a special planning area process.

Light Manufacturing (LM)

The Plan recommends expansion of the existing *Light Manufacturing District* at Day Road by an additional 35 acres. Federal, state, and local regulations govern the handling and disposal of hazardous substances and hazardous waste and will be used to guide future light manufacturing development.

Areas Outside Winslow, NSCs, and LM

The areas of the Island outside Winslow, the neighborhood centers, and the light manufacturing areas are designated *Residential Open Space* and are characterized by forest lands, meadows, small-scale farms, and narrow, winding heavily-vegetated roadways. These areas also contain much of the Island's sensitive areas. These include aquifer recharge areas and wetlands and streams, which serve a variety of important functions, and also serve as fish and wildlife habitat. The Plan attempts to encourage a pattern of development which will preserve and protect these areas.

The Plan recommends the creation of flexible lot design subdivision and short plat processes that will encourage a more creative approach than the traditional lot-by-lot development. This method addresses lot design, building placement, and circulation. Clustering of lots is encouraged, with varying lot sizes, to provide open space and protect the Island's natural systems.

¹ A Special Planning Area is an area which reflects uses, and/or conditions which are unique to that area and would benefit from a local and/or neighborhood planning process. The Special Planning Area Process would address such issues as current use, future mix and location of uses and densities, transportation, public facilities, and services and amenities and protection of natural systems.

² A Contract Rezone District is a distinct area for which a special zoning designation is developed which reflects uses and/or conditions that are unique to that area, and which would affect future development of the land.

A *Critical Areas Overlay District* is created for the protection of certain critical areas (wetlands and high-vulnerability recharge areas). The underlying base density is retained, but development is subject to the requirements of the overlay district. Development through clustering by using the Flexible Lot Design Subdivision Process, or the use of TDRs, is at the underlying base density. If the owner of property located in an area currently designed for development at one unit per 2.5 acres chooses to develop through a standard subdivision process, then density would be limited to one unit per ten acres.

Historic Preservation

Historic Preservation Goals and Policies recognize the importance of archaeological, cultural, and historic resources on the Island. The Plan recommends examining the feasibility of a local historic registry program and the creation of a local Historic Preservation ordinance which would provide incentives for preservation of historic resources.

Siting of Essential Public Facilities

The Plan requires the creation of a Facility and Site Evaluation Committee (composed of citizens, City staff, and elected officials) to review the siting of proposed essential public facilities. The Plan also requires that each public agency develop a notification and communications plan to ensure early public review of proposed essential public facilities and promote trust between government agencies and the community.

Land Use maps are part of the Land Use Element.

GOALS AND POLICIES

Framework of the Plan

The GMA requires Bainbridge Island to plan, at a minimum, for the growth in population allocated to it by the Washington State Office of Financial Management and the Kitsap County Regional Planning Council. Bainbridge Island's Comprehensive Plan does accommodate projected growth in a way which is consistent with the requirements of the GMA, yet true to the community's vision and overall goals for the future.

Five overriding principles guide the Plan:

- 1) Preserve the special character of the Island which includes forested areas, meadows, farms, marine views, and winding roads bordered by dense vegetation.
- 2) Protect the water resources of the Island.
- 3) Foster diversity of the residents of the Island, its most precious resource.
- 4) The costs and benefits to property owners should be considered in making land use decisions.
- 5) Development should be based on the principle that the Island's environmental resources are finite and must be maintained at a sustainable level.

GOAL 1

The City of Bainbridge Island will plan for growth based on the growth targets established by the Kitsap Regional Planning Council: 7,430 additional residents from 1992 to 2012 and, at the same time, promote and sustain high standards that will not diminish the quality of life and/or degrade the environment of the Island.

FRW 1.1

The City accepts the Kitsap Regional Planning Council (KRPC) population allocations and will continue to analyze the impacts of these allocations as the Comprehensive Plan is implemented.

Discussion: On June 7, 1995, the KRPC amended the Kitsap Countywide Planning Policies to revise the 20-year planning horizon under GMA and to revise the population forecast for the County and the subarea allocation for each of the local jurisdictions within the County. Bainbridge Island was allocated a population of 24,280 by the year 2012. The 1992 Island population was 16,850 persons. With an allocation of 24,280, the Island must plan for an increase in population of 7,430 persons by the year 2012 (the difference between the 20-year allocated population of 24,280 and the 1992 population of 16,850). See Introduction and Land Use Element Appendices J.

This Comprehensive Plan allocates more than enough development capacity to accommodate the target patterns, and opportunities for choice in residential location and lifestyle. Finally, the Plan acknowledges the planning constraints which result from the large number of existing nonconforming and previously platted lots.

FRW 1.2

As a city, Bainbridge Island constitutes an urban growth area under the GMA. Although an urban growth area, future growth on Bainbridge will be accommodated in a manner which is consistent with the requirements of the GMA and yet retains the Island's character and the quality of life which its residents so highly value.

Discussion: Consistent with the Growth Management Act, all land within the City of Bainbridge Island is included in the City's urban growth area. While Bainbridge is an Island-wide City, it is not characterized by urban development with a full range of urban facilities and services, but contains a variety of development patterns that range from urban to less intense development. Winslow is the urban center of the Island. The existing Neighborhood Service Centers supplement Winslow's commercial activity, with the Light Manufacturing District providing a location for environmentally sound manufacturing businesses.

Outside of Winslow and the Neighborhood Service Centers, the Island has a rural appearance with forested areas, meadows, farms, and winding, narrow, and heavily vegetated roadways. These characteristics represent the Island character that is so highly valued by its residents. As important as preserving Island character is to its residents, of equal importance is the protection of the Island's environmentally sensitive areas. These outlying areas contain much of the Island's sensitive areas – the major recharge areas for the Island's aquifers, wetlands, and streams which serve a variety of important functions. Much of the area serves as fish and wildlife habitat. There is strong public support to encourage a pattern of development which preserves and protects this portion of the Island.

FRW 1.3

The Plan targets Winslow to accommodate 50% of the population growth through the year 2012, with the Neighborhood Service Centers to accommodate up to 5%. The balance of the growth would be absorbed throughout the remainder of the Island. For purposes of allocating 50% of the growth, Winslow shall be defined as Winslow Master Plan Study Area. (Figure 2.3 of the Winslow Master Plan.)

Discussion: The 1992 population of Winslow was 3,397 persons. Fifty percent of the Island's 2012 population allocation is 3,715. Winslow is therefore targeted for a 2012 population of 7,112 persons. The 2003 population estimate for the City of Bainbridge Island as provided by the Washington State Office of Financial Management (OFM) is 21,350 people.

The Winslow Master Plan study area is intended to encourage a neighborhood of the Island which contains a strengthened, vital downtown where people want to live, shop and work. Outside the mixed use, higher density center, there would be a variety of housing choices, from higher density multi-family areas immediately adjacent to the downtown to single family residential neighborhoods.

GOAL 2

Establish areas of urban concentration where public facility and service capacities already exist, or are being developed, and which are characterized by growth that will be served by a combination of existing and new public facilities and services.

FRW 2.1

Winslow is the urban core of the Island, while the existing Neighborhood Service Centers are small-scale centers. In order to achieve the goals of the GMA this Plan would:

- Encourage development in areas where public facilities and services exist or can be provided in an efficient and effective manner.
- Provide a vibrant, pedestrian-oriented core.
- Reduce sprawl.
- Provide choice of housing location and lifestyle.
- Maintain and protect environmentally sensitive and resource lands.
- Encourage the retention of open spaces.
- Maintain and enhance the fish and wildlife habitat.

FRW 2.2

Increased density over and above the existing zoning in the NSCs should only occur through a shift in density from critical areas overlay districts and farms through TDRs and through the use of density bonuses for affordable housing.

Development within the MUTC and High School Road Districts shall be consistent with the Winslow Master Plan (contained in the Subarea chapter of this Plan). The level of development shall be determined by using Floor Area Ratio (FAR) rather than dwelling units per acre. The use of FAR may result in an increase in the base level of development (density) over the existing zoning, but will provide greater flexibility in type and size of housing units that will further the goals of this Plan.

A base level of commercial and residential density within the overlay districts of the MUTC and the High School Road districts shall be established as described in the Winslow Master Plan, with an increase in the FAR allowed through the use of:

- Affordable housing.
- TDRs (transferable development rights).
- Contributions to public infrastructure and public amenities in excess of what is required to mitigate the impacts of development.
- Transfer of density within the MUTC and within the High School Road Districts.
- Preservation on-site of historic structures eligible for inclusion on a local, state or federal register of historic places.
- Locating ferry-related parking under building.

FRW 2.3

Phasing mechanisms and/or incentives should be developed to promote the timely and logical progression of commercial and residential development.

GOAL 3

This Comprehensive Plan recognizes and affirms that, as an Island, the City has natural constraints based on the carrying capacity of its natural systems. The Plan strives to establish a development pattern that is consistent with the goals of the community and compatible with the Island's natural systems.

FRW 3.1

Recognizing that the carrying capacity of the Island is not known, the citizens of Bainbridge Island should strive to conserve and protect its natural systems, within the parameters of existing data. Revisions to the Plan should be made as new information becomes available.

Discussion: The carrying capacity of Bainbridge Island is determined by many factors, including the supply of limited resources (particularly water), changes in patterns of consumption, and technological advances. This Plan acknowledges that, with current information, the carrying capacity of the Island is not known. During the timeframe of this Plan, additional information on the carrying capacity of the Island should be developed. The Plan seeks to take a balanced and responsible approach to future development. As our understanding of the Island's capacity changes, the recommendations of this Plan should be reconsidered to ensure that they continue to represent a responsible path for the long-range future of the Island.

FRW 3.2

A public education program should be established to foster the community's understanding of the natural systems on the Island and their carrying capacity.

FRW 3.3

This Plan recognizes that stewardship of the land is a responsibility of individual citizens and the community as a whole. Through its status as an employer and landowner, the City shall take advantage of its opportunities to be an example of environmental stewardship so that others will be encouraged to follow suit.

FRW 3.4

The City shall develop a program which recognizes and rewards stewardship so that others will be encouraged to follow suit.

GOAL 4

Ensure that the community vision and goals embodied in this plan are actually obtained.

FRW 4.1

Develop a series of benchmarks against which to measure the Plan's continued viability and ensure that continued public input is part of the monitoring program.

FRW 4.2

The Action Plan to implement the Comprehensive Plan should be reviewed yearly to determine if the actions described in the Action Plan have been accomplished.

GOAL 5

Strive to ensure that basic community values and aspirations are reflected in the City's planning program while recognizing the rights of individuals to use and develop private property in a manner that is consistent with City regulations. Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.

GOAL 6

All government entities should strive to cooperate and serve their constituents in a fiscally sound manner.

Discussion: In addition to the City government, there are three special purpose districts and the Bremerton-Kitsap County Health District and Sewer District #7 which all serve the citizens of Bainbridge Island, as well as a number of state and county agencies. This goal addresses the need for cooperation and coordination in order to serve the Island's citizens in the most cost effective manner.

GOAL 7

Develop a meaningful process for citizen participation which tries to obtain participation from all segments of the Island community.

General Land Use

GOAL 1

Ensure a development pattern that is true to the vision for Bainbridge Island by reducing the inappropriate conversion of undeveloped land into sprawling development.

LU 1.1

Land use designations should reflect the priority of Bainbridge Island to remain primarily residential, with nonresidential development outside of the Winslow area concentrated in the service centers and at the designated light manufacturing areas.

LU 1.2

Winslow is the heart of Bainbridge Island. Higher intensity residential and commercial development and human activity is encouraged within Winslow's central core to create a vibrant city center, place growth where infrastructure exists, reduce reliance on the automobile, provide opportunities for affordable housing, and absorb growth that would otherwise be scattered in outlying areas.

LU 1.3

The Neighborhood Service Centers of Island Center, Rolling Bay, and Lynwood Center offer small-scale, commercial and service activity outside of Winslow. These Neighborhood Service Centers should be allowed to develop at slightly higher densities to reinforce their roles as small-scale, community centers.

LU 1.4

New commercial centers should be considered only after detailed analysis of the economic impact of the new development shows there will be no significant, adverse impact on the existing commercial centers, including Winslow.

LU 1.5

The areas at Day Road and Sportsman Club Road designated as Light Manufacturing are intended to augment the Winslow Core and the Neighborhood Service Centers and serve an important function that allows a diverse economy with business retention, growth and innovation on the island.

Discussion: The comprehensive land use plan for Bainbridge Island strives to provide for the full range of community needs. The Light Manufacturing District can provide economic activity that includes a variety of low-impact, nonpolluting uses that reflect and respond to changing market conditions and are compatible with the community.

LU 1.6

Development outside of Winslow and the neighborhood centers should be compatible with the distinctive features of the Island's open spaces, harbors, winding roads, small-scale agricultural establishments, natural landscape, and distinctive communities.

LU 1.7

The Future Land Use Map adopted in this Plan shall establish the future distribution, extent, and location of generalized land uses. Uses of land on Bainbridge Island should reflect the intent of the vision, goals, and policies as well as the Land Use Map.

LU 1.8

Applications for development approval on Bainbridge Island should be processed within the timelines established in the City's land development regulations in order to ensure affordability, fairness, and predictability in the land development process.

LU 1.9

Special Planning Areas

A Special Planning Area is an area which reflects uses and/or conditions which are unique to that area and would benefit from a local and/or neighborhood planning process. The Special Planning Area process would address such issues as current use, future mix and location of uses and densities, transportation, public facilities, services and amenities, and protection of natural systems. The Special Planning Area process would include property owners and neighborhood participation, and may include mediation as a means to resolve significant issues, if directed by the City Council. The end result of a special planning process would be

a “neighborhood,” “subarea” or site-specific plan which will require an amendment to the Comprehensive Plan, unless no changes to the Plan’s policies are proposed.

Residential Goals and Policies

A specific set of residential policies are contained in the Housing Element. Goals and policies related to residential development are also located throughout the Land Use Element (e.g. Winslow, Neighborhood Service Centers and the Open Space Residential).

Commercial and Mixed Use Goals and Policies

GOAL 2

Provide attractive, conveniently located, commercial development that is appropriate in scale, configuration, and location. Such development shall be limited to the commercial and mixed use districts, the Neighborhood Service Centers, and home occupations.

LU 2.1

The major center for new commercial development shall be the Mixed Use Town Center and the other commercial districts in Winslow.

LU 2.2

The Neighborhood Service Centers should provide Island-wide small-scale commercial and service activity outside Winslow.

LU 2.3

Nonresidential uses should be oriented toward the pedestrian. Retail uses should be encouraged on the ground-floor to prevent blank walls with little visual interest for the pedestrian. Offices and/or residential uses should be encouraged above ground floor retail.

LU 2.4

Home occupations provide employment opportunities and should be permitted where they are compatible with surrounding neighborhoods and the environment.

Parking

GOAL 3

Parking lots shall be constructed to minimize visual and environmental impacts.

LU 3.1

Landscaping standards shall be established for the parking lots of multi-family, commercial, office, and mixed use developments to provide visual screening and to limit the impacts of impervious surfaces. Consideration should be given to the use of street trees which will allow solar access.

LU 3.2

Encourage parking in the rear or side yards of multi-family, commercial, and mixed use developments. Parking lots should be pedestrian-oriented and should provide pedestrian and bicycle routes between the street, the parking area, and the main entrance, and consideration should be given to the use of trees that allow solar access.

GOAL 4

Prioritize program goals and establish and maintain planning tools, including a purchase and transfer of development rights program, that implements the goals and policies of this Plan and allow transferring development rights from areas intended for conservation, and promoting development in areas suitable for development.

LU 4.1

The City should develop a Transfer of Development Rights (TDR) program which establishes requirements and procedures for transfer of development rights from sending areas to receiving areas. The TDR program should contain provisions for the sale and purchase of development rights.

LU 4.2

The City recognizes the need to take a proactive role in the purchase and transfer of development rights and such a program should include:

- 1) Designating appropriate staff resources to promote the program;
- 2) Providing for the outright purchase of development rights by the City and establishing a fund for banking development rights; and
- 3) Creating a mechanism that coordinates the purchase and transfer of development rights.

Discussion: This policy should be undertaken only after implementation of Policy LU 4.3 has been completed and the TDR program has been determined to be feasible.

LU 4.3

The City should undertake a study to identify and prioritize areas (or resources) of the Island that are valued by the community and are appropriate for conservation through the purchase and/or the transfer of development rights (TDR) program. These areas or resources shall be identified as appropriate “sending areas” in the TDR program.

Discussion: Appropriate sending areas for example, could contain sensitive lands that are not protected by the critical areas regulations, priority links in the Wildlife Corridor, priority open space lands, or historic resources. Determination of appropriate sending areas should also be coordinated with the development of an Island-wide open space plan.

LU 4.4 (Moved from OS 2.6)

The City should initiate an outreach program to educate property owners and potential buyers about the use of the Purchase and Transfer of Development Rights program.

Winslow

Winslow Mixed Use and Commercial Districts

GOAL 1

The Winslow mixed use and commercial districts are designed to strengthen the vitality of downtown Winslow as a place for people to live, shop, and work. The Mixed Use Town Center is intended to have a strong, residential component to encourage a lively community during the day and at night. The most intense commercial area in Winslow is in the Central Core Overlay District. In this area, a vertical mix of uses is encouraged, but exclusively retail and/or office uses are permitted as well. In other areas of the Mixed Use Town Center District, office and retail uses should include a residential component.

W 1.1

The Mixed Use Town Center is intended for select areas within one mile of the ferry terminal and particularly the downtown core area, which is within one-half mile of the ferry terminal, that are suitable for pedestrian-oriented development.

W 1.2

The Mixed Use Town Center District includes diversity in types of housing, shopping, civic facilities, recreation, and employment. A variety of land uses are allowed which promote a pedestrian atmosphere, enhance the viability of the Town Center and can be developed in a manner which is harmonious with the scale of the Town Center. Land uses which require outdoor storage or which have primarily an auto orientation, such as drive-through establishments, are not permitted within the Mixed Use Town Center.

W 1.3

To ensure the visual appeal and pedestrian-orientation of the land uses, the land development regulations shall include design standards for:

- Building height, bulk, and placement.
- Landscaping.
- Land coverage.
- Open space.
- Parking requirements.
- Signage.
- Street improvements.

W 1.4

The base levels of development in the Mixed Use Town Center and High School Road Districts shall be determined by the floor area ratios (FAR) established in the Winslow Master Plan. A maximum level of development may be achieved through the use of FAR bonus provisions established in the Winslow Master Plan, including Transfer Development Rights, an affordable housing density bonus or contributions to public infrastructure or public amenities in excess of what is required to mitigate development impacts.

W 1.5

The area north of Bainbridge Performing Arts to High School Road, between Madison and Ericksen Avenues, is most appropriate for high-density, residential uses.

W 1.6

The permanent location of City Hall should be in downtown Winslow.

W 1.7

A master plan for Winslow will be developed to implement the goals and policies of this Plan.

W 1.8

Develop a parking plan for the Mixed Use Town Center District in order to ensure the viability of the Center. The Plan should include provision for shared parking, parking opportunities off Winslow Way, reduction of the parking requirements for areas within the Center, and identification of areas which could be developed as small, public parking lots to serve the businesses, and the Plan should consider the use of street trees that allow solar access. Establish a public/private partnership, such as a Parking Authority, to implement the parking plan.

Discussion: A Parking Authority could assist with funding, site acquisition, planning, engineering, and traffic studies, and create an overall integrated plan of action with sequential implementation.

W 1.9

Monitor the success in achieving the Plan's goal to increase the vitality of the Mixed Use Town Center and the effectiveness of the bonus density program. The monitoring program shall include tracking the use of TDRs, the affordable-housing density bonus and bonuses for contributions to public facilities, the types of businesses which are located in the Town Center, and the number and frequency of business changes.

Discussion: There is some concern that the increased density in the Town Center will not be achieved if it can only be accomplished through the use of TDRs or an affordable housing density bonus. Through a regular monitoring program, an assessment can be made as to whether the goals of the Plan are being achieved and if not, corrective measures should be taken.

W 1.10

Pursue the construction of a waterfront trail system.

GOAL 2

Develop overlay districts to distinguish among the distinct neighborhoods and commercial areas within the Mixed Use Town Center.

Discussion: There are a number of distinct neighborhoods or commercial centers within the Mixed Use Town Center. Development within the Town Center should reflect the different qualities and characteristics of these distinct areas. Except where explicitly stated, the permitted uses and densities are uniform throughout the Mixed Use Town Center. However, design standards and mix of uses may vary. The overlay districts establish these variations. Also, the goal of achieving pedestrian-oriented development is sought throughout the Town Center.

W 2.1

Encourage neighborhood participation in defining the design standards for each overlay district.

Central Core Overlay District

W 2.2

The Central Core Overlay District is the most intense district within the Mixed Use Town Center. Within this overlay district, residential uses are encouraged, but exclusive office and/or retail uses are permitted.

W 2.3

Design standards, including open space, parking and landscaping, which recognize the urban character of the Central Core Overlay District, shall be developed.

Discussion: In general, open space and landscaping standards may be more relaxed in this district in favor of building placement and lot coverage standards which create a continuous urban façade.

W 2.4

Mixed Use developments within the Central Core Overlay District that include a residential component may be exempt from requirements to provide off-street parking for the residential component of the project. When establishing the parking requirements for such a project, the City shall consider the extent to which the shared parking will satisfy residents' parking demand.

W 2.5

The existing mobile home park in the Central Core District provides an affordable housing alternative and should be encouraged to remain. With retention of these mobile homes, the unused development potential from the parcels on which the mobile home park is located may be transferred to another parcel within the MUTC and a mechanism should be established to allow the permanent preservation of the mobile homes to be used as an affordable housing bonus on another parcel within the MUTC.

Discussion: Specific policies which relate to the mobile home park are contained in the Housing Element.

W 2.6

Provide improved pedestrian access to the waterfront from the Central Core.

Ericksen Avenue Overlay District

W 2.7

The Ericksen Avenue Overlay District is intended to preserve the unique and historical features of the Ericksen Avenue neighborhood and to provide for a mix of residential and small-scale, nonresidential development, with provision for open space.

W 2.8

Retail development is permitted within the Ericksen Avenue Overlay District only if it is ground-floor retail with residential or residential and office development in the upper floors.

W 2.9

Historic (pre-1920) single-family, residential structures on Ericksen may be converted to nonresidential use. However, any additions to the structure must be added to the rear and must be compatible with the character of the original structure. Exceptions may be made, when appropriate, through a variance process.

Discussion: Policies related to the historic structures on Ericksen Avenue are contained in the Historic Preservation section of this Element.

W 2.10

New buildings within the Ericksen Overlay District must be constructed so that the overall character of the street, including traditional building forms, roof shapes, and relationship of building to street, is compatible with that of the historic structures on Ericksen Avenue.

Discussion: The mass of the new building, its relation to open spaces, and its doors, windows, and openings should be visually compatible with the historic structures on Ericksen.

Madison Avenue Overlay District

W 2.11

The Madison Avenue Overlay District is intended to provide for a mix of residential and small-scale, nonresidential development.

W 2.12

With the Madison Avenue Overlay District, all retail and office development shall include a residential component. Retail development is permitted only if it is ground-floor retail with residential or residential and office development on the upper floors.

Gateway Overlay District

W 2.13

The area along SR 305 from Winslow Way to the northern boundary of John Nelson Park is the gateway to Bainbridge Island and should be utilized in a way which enhances its role as the gateway.

W 2.14

The Gateway Overlay District would provide protection for the ravine. The District would permit low-intensity, tourist-oriented, commercial, multi-family, and agricultural uses which would have limited parking and minimum traffic impact. Limited, impervious surface coverage would be allowed. If changes to SR 305 are made, then the uses permitted in the District will be re-examined.

W 2.15

The ravine is an important, natural feature of Bainbridge Island and should be protected. A high priority should be given to purchasing properties or obtaining conservation easements where the ravine is located to provide a permanent open space and connect a trail along the ravine.

Commercial-Ferry Terminal District

GOAL 3

The Ferry Terminal Overlay District is intended to provide an attractive setting for ferry and associated transportation-oriented uses and serve as the entry point into Winslow. This District is also intended as a new pedestrian and transit oriented, mixed-use neighborhood that complements the character and vitality of the core and serves the neighborhood and commuters.

W 3.1

Limit commuter parking and locate parking underground below new residential/office development in the ferry terminal wherever feasible.

W 3.2

Require new development to provide landscaping, landscape buffers and signage that enhances the setting of this visually important area, and limits the undesirable visual impacts of parking lots.

W 3.3

Protect adjacent, residential zones from the encroachment of parking, traffic impacts, and development.

W 3.4

Landscaping and signage standards should provide an attractive entry point that emphasizes Winslow's intimate character and natural setting.

Ferry Terminal Planning Area

GOAL 4

Planning for the Ferry Terminal and Gateway Districts should be coordinated.

W 4.1

The Ferry Terminal and Gateway Districts should be developed in cooperation with the City, Washington State Department of Transportation, Kitsap Transit, and the private landowners to ensure coordinated and consistent development. The Ferry Terminal plan should address such issues as design standards, coordinated transportation analysis, pedestrian and visual connections between the ferry terminal and the Winslow Way retail center, and environmental review.

Commercial High School Road District

GOAL 5

The Commercial High School Road District is intended to provide for commercial uses that complement downtown Winslow and benefit from automobile access near the highway, while creating a pedestrian-friendly retail area.

W 5.1

The Commercial High School Road District is intended for the area that is suitable for commercial development near the intersection of High School Road and SR 305.

W 5.2

The Commercial High School Road District includes a diversity in types of shopping and employment. A variety of commercial uses are allowed which offer goods and services for the convenience of Island residents and which may have an automobile orientation. Housing at a density of 8 units per acre is also permitted.

W 5.3

The properties designated on the Land Use Map as High School Road District II shall be limited to no more than 14,400 square feet of retail use. Retail use between 5,000 and 14,400 square feet shall require a conditional use permit.

Discussion: This portion of High School Road, designated High School Road District II on the Land Use Map, is immediately adjacent to a semi-urban, residential area of 2.9 to 3.5 units per acre and should have less intense uses than the remainder of the High School Road district. Since existing businesses are located in this area and infrastructure is in place, this Plan recommends the area for the High School Road designation, but with a limitation on the size of retail uses.

W 5.4

To ensure visual appeal and pedestrian and bicycle safety, the land development regulations shall include design standards for:

- Building height, bulk, and placement.
- Landscaping, including screening of parking lots, and development of pedestrian oriented streetscape with building and landscaping (including trees) located at the street edge.
- Lot coverage.

- Open space.
- Road access and internal circulation including pedestrian connections on all sides of the retail area from the high density housing adjacent to High School Road; developing more pedestrian crossings; and requiring parking in the rear wherever possible.
- Signage.
- Additional transit stops on both sides of SR 305.

W 5.5

Properties with frontage along SR 305 shall provide a vegetated buffer along the highway that shall include the preservation and protection of existing vegetation, to visually screen the development year-round from the highway. Access to these properties shall not be directly from SR 305.

W 5.6

If an existing development redevelops or expands its gross floor area (GFA), compliance with current development standards shall be based on the size of the redevelopment or expansion. A range of compliance requirements shall be established to correspond with range in levels of redevelopment or expansion.

Water-dependent Industrial District

GOAL 6

Allow for the continuation of water-dependent, industrial uses on Bainbridge Island in order to preserve elements of a working waterfront within the urban shoreline area. Water-dependent uses require direct contact with the water and cannot exist at a non-water location due to the intrinsic nature of the operation.

W 6.1

The Water-dependent Industrial District is intended primarily to provide for ship and boat building and boat repair yards. Preference should be given to small, local, boat haul-out and repair facilities, and water-oriented industry which serves boating needs.

W 6.2

Water-dependent industrial development shall not be located on sensitive and ecologically valuable shorelines such as natural accretion shore forms, marshes, bogs, swamps, salt marshes and tidal flats, and wildlife habitat areas, nor on shores inherently hazardous to such development, such as flood and erosion prone areas and steep and unstable slopes.

W 6.3

Industrial uses shall employ best management practices (BMPs) and best available facilities practices and procedures concerning the various services and activities performed and their impacts on the surrounding water quality. (For example, practices and procedures include safe handling of fuels and toxic hazardous materials to prevent them from entering the water and providing optimum means to provide prompt and effective clean-up of spills that do occur.)

W 6.4

Regional and statewide needs for industrial facilities should be carefully considered in reviewing new proposals, as well as in allocating shorelines for such development. Such reviews or allocations should be coordinated with port districts, adjacent counties and cities, and the State in order to minimize new industrial development that would unnecessarily duplicate under-utilized facilities elsewhere in the region, or result in unnecessary adverse impacts.

W 6.5

Expansion or redevelopment of existing, legally established industrial areas, facilities, and services with the possibility of incorporating mixed use development should be encouraged over the addition and/or location of new or single-purpose industrial facilities. Such development or redevelopment for mixed use should occur through a master planned development process in areas designated appropriate for such urban shoreline uses.

W 6.6

Joint use of piers, cargo handling, storage, parking, and other accessory facilities among private or public entities should be strongly encouraged or required in waterfront industrial areas.

W 6.7

New or expanded industrial development should be required to provide physical and/or visual access to shorelines and visual access to facilities whenever possible, and when such public access does not cause significant interference with operations or hazards to life and property.

W 6.8

The land use designation for the Wyckoff site should reflect what types of land use activities would be appropriate for the site based, in part, on historical significance, habitat mitigation implemented and performed on the property and the development restrictions required by the Environmental Protection Agency.

Discussion: EPA has begun cleanup at the Wyckoff Superfund Site and constructed a habitat mitigation beach along the western portion of the site. The Japanese American WWII Exclusion Memorial is proposed on the site and the adjacent Taylor Avenue. A public park is proposed for the remainder of the site. Mixed use development may be appropriate if public acquisition is not successful. Current actions by EPA focus on removal and containment of contamination. Future land use of the site may be affected by EPA's final cleanup action, the technologies used, and the time required to complete the cleanup.

Winslow Residential Districts

GOAL 7

The Urban Multi-Family District is intended to provide for moderate to high-density residential development that may include some office and governmental uses, and are permitted as conditional uses.

Discussion: Most of the residential districts include some office and governmental uses that are permitted as conditional uses.

W 7.1

Residential development within the Urban Multi-Family District shall be served by public facilities and services normally associated with urban area development.

W 7.2

Retain the existing densities of residential uses which range from 8 to a maximum of 14 units per acre within the Urban Multi-Family District.

Discussion: The monitoring program to be established for the Mixed Use Town Center will help assess whether the Urban Multi-Family District should be designated for additional density through the use of TDRs.

W 7.3

Provide landscape buffers between any multi-family and existing single family homes.

W 7.4

To ensure the compatibility of multi-family developments with adjacent uses and retain the scale of development in Winslow, land use regulations shall include design standards for:

- Building height, bulk, massing, and articulation to promote a pedestrian scale and to ensure adequate light, air, and view corridors between lots.
- Parking requirements, including location of parking to the rear or side yards.
- Landscaping, including parking lots.
- Lighting standards that prevent unnecessary glare on neighboring residential properties.
- Location and screening of service areas such as dumpsters.
- Open space.
- Pedestrian linkages between multi-family buildings and the street edge and adjacent residential or commercial properties.

Urban Residential District

GOAL 8

The Urban Residential District is intended for moderate density urban residential development.

W 8.1

Residential development within the Urban Residential District shall be served by public facilities and services normally associated with urban area development.

W 8.2

Densities of residential use within the Urban Residential District shall range from 4.3 to a maximum of 6 units per acre.

W 8.3

The Urban Residential District on the Point Monroe sand spit is intended for small, beach-oriented residences that are compatible with its sensitive environmental setting.

W 8.4

New development or expansion of development in the Urban Residential District on the Point Monroe sand spit shall consider the cumulative impacts of additional requests for like actions on the remainder of lots on the sand spit. The total of new development on the sand spit shall not produce substantial adverse effects on the shoreline environment or neighborhood character, and shall prevent or minimize flood damage through use of non-structural methods, such as increased setbacks and vegetated buffers, in addition to design measures such as pile foundations and elevated floor levels.

Semi-Urban Residential District

GOAL 9

The Semi-Urban Residential District is intended to provide for vital residential neighborhoods in a semi-urban setting.

W 9.1

The Semi-Urban Residential District is located in areas that are suitable to provide a transition from urban uses to the less intensely developed areas of the Island.

W 9.2

Density of residential use within the Semi-Urban Residential District shall range from 2.9 to a maximum of 3.5 units per acres.

W 9.3

High School Road/Ferncliff Avenue

The 9+ acres located at the northwest corner of High School and Ferncliff Roads is designated as R-2, with the six western acres (approximately) of the nine acres designated as R-8. No density bonuses will be permitted on either portion of the site and development of this site is encouraged to be clustered on the western portion of the property, with a significant buffer retained along the eastern boundary of the site along Ferncliff Avenue.

Discussion: The density bonus restriction is due to the property's transitional location, between the high-intensity commercial area on High School Road and the lower-density residential area associated with Ferncliff Avenue.

Neighborhood Service Centers

The Neighborhood Service Centers provide Island-wide commercial and service activity outside Winslow. These areas should be developed at slightly higher densities to reinforce their roles as community service centers. The service centers will also help reduce traffic congestion by providing an alternative to shopping in Winslow.

GOAL 1

Encourage the development of the Neighborhood Service Centers at Rolling Bay, Lynwood, and Island Centers, as designated on the Land Use Map, as areas with small-scale, Island-wide, commercial, mixed use and residential development outside Winslow.

NSC 1.1

Allow development of Neighborhood Service Centers in areas designated on the Land Use Map.

NSC 1.2 Lynwood Center

Any new development or expansion of existing development in Lynwood Center will be required to connect to public sewer, when available, or meet other Health District requirements, when appropriate.

Lynwood Center is designated as a Special Planning Area.

Reduce the commercial area of Lynwood Center as shown on the Land Use Map. Allow R-5 with public water and sewer in the area that has been changed from commercial to residential use. The use of TDRs or affordable-housing bonus density would not be required, but affordable housing would be encouraged.

Rezone the Island Trade District to Neighborhood Service Center to ensure coordinated and compatible uses in the neighborhood service center. Allow up to 12 residential units per acre along with commercial uses (if served by public sewer and water) on the commonly owned parcels on Lynwood Center between Baker Hill Road and Point White Drive, as shown on the Land Use Map (Tax Parcel #s 042402-1-012-2006, 042402-1-047-2005, 042402-1-048-2004, 042402-1-049-2003, 042402-1-050-2009), provided that a community center is constructed that is of similar style and quality to the entire development. Higher density may be achieved with affordable housing.

Allow the existing lumberyard pier (Tax Parcel # 042402-1-019-2009) to be rebuilt with commercial uses consistent with the Bainbridge Island Shoreline Management master Program, 1996. Parking for this use must be located either on the parcel directly north of this parcel (Tax Parcel # 042402-1-046-2006) or on that parcel to the west (Tax Parcel # 042402-1-021-2005). The City should pursue public funds, whether from the sale of road-end property or other sources, to combine with private funds to construct a public access pier or acquire other public beach access.

The parcel of land located on Point White Drive, directly adjacent to the western boundary of the NSC, as shown on the Land Use Map (Tax Parcel # 042402-1-021-2005), is designated OSR-2 with the provision that density may be increased to 3 units per acre on the condition that a public access easement be granted for that portion of the parcel that lies to the south of Point White Drive along the waters of Rich Passage and adjacent to the old lumberyard pier.

Any future development adjacent to the Shel - chelb estuary and associated stream corridor should consider the sensitive nature of this unique environmentally sensitive area.

The *Lynwood Center Report and Final Recommendations* is included in the section of the Comprehensive Plan entitled Subarea Plans.

NSC 1.3 Island Center

Island Center is designated as a Special Planning Area. The boundaries for Island Center are as shown on the Land Use Map. Any changes to the boundaries may be determined during the special planning process.

NSC 1.4 Contract Zone: Miller Road/Battle Point Drive

The 16.7-acre site on Miller Road will be designated a contract zone to recognize the activities currently occurring on-site under the provisions of an Unclassified Use Permit and to consider some expansion of those activities.

NSC 1.5 Rolling Bay

The Neighborhood Service Center boundaries are as shown on the Land Use Map. Rolling Bay is designated as a Special Planning Area. Any changes to the boundaries may be determined during the special planning process.

NSC 1.6

The Neighborhood Service Centers should achieve a mix of neighborhood-scale businesses, public uses, and housing which are compatible with the scale and intensity of the surrounding residential neighborhood and which minimize the impact of noise, odor, lighting, fire safety, and transportation on the neighborhood.

NSC 1.7

Mixed use development is encouraged but not required.

NSC 1.8

Proposed uses must consider the impact on water quality, stormwater runoff, and environmentally sensitive areas such as wetlands, streams and high vulnerability recharge areas.

NSC 1.9

The land use regulations shall have design standards for:

- Building height, bulk, massing and articulation to promote a pedestrian scale.
- Parking requirements, including location of parking to the rear or side yards, unless otherwise provided for in a Special Planning Area plan.

- Landscaping, including parking lots and buffer areas between higher and lower intensity uses and consideration of trees that allow solar access.
- Lighting standards that prevent unnecessary glare on neighboring residential properties.
- Location and screening of service areas such as dumpsters.
- Open space.
- Pedestrian linkages.

Discussion: These standards should be established to ensure that development will be designed to fit into the scale and character of the existing centers and the adjacent residential neighborhoods. The City should develop design prototypes or illustrated design guidelines for each of the three service centers to serve as a visual reference for the future development of the community. These design guidelines should recognize the distinct qualities of the three service centers.

NSC 1.10

Encourage neighborhood participation in defining the design standards for each service center.

NSC 1.11

Establish and implement a street tree plan and planting program for major roadways at the Neighborhood Service Centers.

NSC 1.12

Develop a parking plan, if appropriate, for each service center.

NSC 1.13

Opportunities for providing a neighborhood commons or meeting place should be considered with any proposal for major redevelopment of an existing neighborhood service center or as part of development of a new neighborhood service center to encourage the use of the neighborhood service center by surrounding residents.

GOAL 2

Infill within the boundaries of the Neighborhood Service Centers, as designated on the Land Use Map, through the transfer of development rights from TDR Sending Areas of the Island or through an affordable housing bonus density.

NSC 2.1

The base density of residential development in the Neighborhood Service Centers, as designated on the Land Use Map, shall be 3 units per acre in areas not served by public water and sewer systems and using TDRs or an affordable-housing bonus density, provided state and local Health District regulations can be met. Allow up to R-5 with public water and sewer.

Light Manufacturing

GOAL 1

The Light Manufacturing District (LM) is intended to provide opportunities for expansion of existing Island businesses, for diversity of jobs and for low-impact industrial activity that contributes to well paying jobs, where traffic congestion, visual, and other impacts on the surrounding neighborhood can be minimized.

LM 1.1

The Light Manufacturing District is for non-polluting, light manufacturing development as well as other uses that add to the diversity of economic activity on the island and are compatible with other uses in the Light Manufacturing District and neighboring zones.

LM 1.2

New manufacturing businesses that plan to utilize toxic/hazardous substances must list these substances and quantities projected for annual usage; demonstrate compliance with all Federal, State and Bremerton-Kitsap County Health District requirements for their handling; and receive a City business license. (Definitions and quantity limits of toxic/hazardous substances are set forth in the Comprehensive Environmental Response, Compensation, and Liability Act of 1980, as amended [42 U.S.C. Section 9601] et seq. [“CERCLA”], the Superfund Amendments and Reauthorization Act of 1986, Pub. L No. 99-499 [“SARA”], the Hazardous Materials Transportation Act, 49 U.S.C. Section 1801 et seq., the Resource Conservation and Recovery Act, 49 U.S.C. Section 6901 et seq. or other applicable State or Federal laws, rules or regulations adopted in accordance with those statutes). Uses of certain toxic/hazardous substances can disqualify the application from approval because of potential environmental impact. However, proposals that use toxic/hazardous substances defined in the above references may be approved upon review of factors such as quantity used, adequacy of storage, containment, spill management, and waste disposal plans.

LM 1.3

The Fire Marshall shall receive copies of publicly available reports concerning hazardous substances and shall prepare a summary of those reports that can be published in order to avoid revealing confidential or sensitive information about other aspects of those businesses.

LM 1.4

Applications for development approval within the Light Manufacturing District must show that adequate water, wastewater, transportation, fire, and storm drainage services are available to serve the development.

LM 1.5

The City should ensure the adequate monitoring and enforcement of hazardous material regulations.

LM 1.6

Performance standards for the Light Manufacturing District(s) shall address odor, lighting, noise, vibration, signage, traffic volumes, ingress and egress, parking, delivery and loading

areas, and pedestrian and vehicle site circulation, to create safe, efficient, compatible conditions among a variety of on-site uses and to protect adjacent residential neighborhoods.

LM 1.7

Light manufacturing uses shall visually screen the development year-round from adjacent, non-industrial properties and from adjacent roadways.

Discussion: This policy establishes a performance standard – light manufacturing uses must be visually screened from the roadway and from adjacent non-light manufacturing development. The visual screening could be achieved through a combination of vegetation and building setback which would add depth to the buffer. A minimum 50-foot native, vegetated buffer should be considered in drafting the development regulations.

LM 1.8

Any Light Manufacturing District with more than one business should be encouraged to form and participate in a business park management association and neighborhood association in order to institute a self-enforcement program.

LM 1.9

If an existing project redevelops or expands its gross floor area (GFA), compliance with current development standards shall be based on the size of the redevelopment or expansion. A range of compliance requirements shall be established to correspond with the range in levels of redevelopment or expansion.

Discussion: If an expansion comprises no more than 15%, only limited compliance with current standards would be required (i.e., landscaping, parking). An expansion of 50% or more would require that the entire project be brought into full compliance.

GOAL 2

Provide appropriate land for light manufacturing in order to provide opportunities for small manufacturing businesses on the Island to expand, and to provide additional employment opportunities.

LM 2.1

The 35 acres adjacent to the light manufacturing area north of Day Road and west of SR 305 are designated as light manufacturing on the Land Use Map, and development within this 35-acre light manufacturing area must utilize the Master Plan process for project review. The Master Plan must include a substantial buffer from Day Road and SR 305, and from adjacent properties, and must also provide for substantial open space and pedestrian and equestrian trails connecting through the adjoining parkland.

SEPA review for development of the site shall address the impact of the proposed use on water quality, aquifer recharge, noise, odor, lighting, stormwater runoff, transportation, environmentally sensitive areas (such as wetlands and streams), and fire safety.

LM 2.2

Any additional light manufacturing should not be designated until the City completes an Economic Development Element.

Discussion: The City will monitor achievement of this goal. Details of the monitoring program will be enumerated in an Economic Development Element.

GOAL 3

Discourage the inappropriate designation of isolated Light Manufacturing Districts.

Discussion: While seeking to limit isolated light manufacturing uses, this Plan also recognizes the concerns of property owners to continue existing businesses at those locations. Discussion included designation of certain businesses and nonconforming uses. However, owners were concerned about the ability to obtain financing in the future. This Plan seeks to reach a compromise.

LM 3.1

Isolated light manufacturing zones are designated to reflect historical use and the designation should not be expanded.

Discussion: The overall framework of the Plan is to concentrate light-manufacturing activity at Day Road and to acknowledge the existing, isolated light-manufacturing activity.

Residential Open Space

GOAL 1

Preserve the open space area outside Winslow and the Neighborhood Service Centers through a development pattern which will enhance the character of the area – forested areas, meadows, farms, narrow roads bordered by dense vegetation – and the valuable functions the open space area serves on the Island (i.e., aquifer recharge, fish and wildlife habitat, recreation).

Discussion: Preservation and protection of the open space area is also addressed elsewhere in this Element of the Plan in the Environmental, Greenways, Forest Lands and Agricultural Lands sections.

OS 1.1

Protect open space, critical areas, and agricultural uses through public and private initiatives, including open space tax incentives, cluster development, PUDs, transfer and purchase of development rights, public land acquisition, greenways, conservation easements, landowner compacts, limiting the amount of lot coverage, and other techniques.

OS 1.2

Encourage the aggregation of nonconforming lots of record and undeveloped subdivisions and short plats in order to achieve a development pattern that is consistent with goals of the Plan to preserve open space, provide a greenway through the Island, protect environmentally sensitive areas, and protect the water resources.

Discussion: The proliferation of approved short plats and the existence of standard subdivisions on the Island present a major obstacle to the preservation of the Island's character and the protection of its natural systems. The City should encourage the creation of landowner compacts where adjacent landowners collectively aggregate and develop their properties under a unified development plan. This could involve innovative, joint partnerships between nonprofit organizations and developers interested in preserving open space and promoting sensitive development. The City should work with nonprofit agencies to identify techniques for establishing landowner compacts and potential lands that could be aggregated under a compact.

OS 1.3

To reflect the policies in the Housing Element to provide for a variety of housing options in areas designated for residential development, including residential open space, accessory dwelling units shall be considered allowed uses in all residential zoning districts except R-6. (See Housing Element policy H 3.2)

OS 1.4

Existing vegetated buffers should be retained to preserve the Island's character and the forested view from the road.

OS1.5

New development should strive to be responsive to the natural landscape and should be sited so as to have the least visual and environmental impact on the Island landscape. Features which enhance the Island's character, such as barns, fences, fruit or agricultural stands, should be retained and encouraged.

OS 1.6

Tree-covered hillsides and hilltops, particularly ridge lines so valued by the community, shall be particularly protected for their visual and aesthetic benefits to the Island as well as their functions as wildlife habitat and erosion and runoff retardation.

OS 1.7

Water or wastewater infrastructure, which may contribute to system capacity exceeding local need, shall not be used to justify development counter to the City-wide land use policies.

OS 1.8

Development should be designed and located so as to avoid or minimize potential conflicts with agricultural activities, and right-to-farm ordinances must be recognized by any development located adjacent to agricultural land.

OS 1.9

The City shall develop a Flexible Lot Design Subdivision process that integrates a cluster zoning requirement in the subdivision process and ensures that the approval process is timely and efficient.

Discussion: This process would permit development flexibility that will encourage a more creative approach than lot-by-lot development, including lot design, placement of buildings, use of open spaces, and circulation that best addresses the site characteristics of geography, topography, size, or shape. This method permits clustering of lots, with a variety of lot sizes, to provide open space and protect the Island's natural systems. The criteria for the layout and design of lots, including a minimum lot size for each zone, would be set out in the zoning ordinance.

OS 1.10

In designing a Flexible Lot Design Subdivision process, areas of site disturbance shall be laid out in consideration of the following criteria:

- Location of the most suitable soils for individual, on-site septic systems.
- Location of greenway overlay.
- Location of scenic views from the roadway.
- Location of wooded slopes – trees should not be removed from ridges and structures should not be placed on ridge lines.
- Establishment of perimeter buffers.
- Segregation of farmland.
- Encourage common access.

OS 1.11

The Flexible Lot Design Subdivision shall include:

- Adequate open space – open space should be of a quality, quantity, and configuration to ensure that a significant portion of the site is designated for conservation, passive recreation, and active recreation (where appropriate), and that the open space is reasonably related to all house lots.
- Consideration for dedication of open space for public use.
- Protection of critical areas.
- Preservation of significant trees.
- Creative site design including placement of structures, circulation systems, and utilities that minimize land alteration (e.g., a variety of lot sizes, building types, scale, and design to reduce the bulk of structures).
- Pedestrian orientation, including trails and walking paths.
- Adequate provision of public facilities and amenities.
- Preservation of natural features.
- Preservation or creation of farmland.
- Limited impervious surface/area of site disturbance.
- Public waterfront access and/or view.

OS 1.12

Land that is designated as permanent open space within Flexible Lot Design Subdivisions shall be used only for recreational, conservation, or agricultural use. This land shall be:

- Owned jointly or in common by the owners of the building lots.
- Dedicated to the City, Park District, or to a private, nonprofit organization, subject to acceptance.
- Retained by the original landowner and protected through a permanent conservation easement.

GOAL 2

Create a Critical Areas Overlay District to protect sensitive areas through TDRs, flexible lot design, and through reducing development pressure within the open space area.

OS 2.1

The Critical Areas Overlay District is designated for areas which may have limited development potential due to environmental sensitivity, including critical aquifer recharge areas, and priority wetlands. These areas should be included as primary sending areas for TDRs. These areas will be shown on the Land Use Map as a Critical Areas Overlay District.

Discussion: Under the Agricultural Lands policies, a farm owner outside of the designated TDR-Sending Area would be able to opt into the TDR program. (See Agricultural Lands Policy.)

OS 2.2

The Critical Areas Overlay District is limited to activities compatible with the conservation and protection of sensitive areas, including residential use, passive recreation, and agriculture, using Best Management Practices.

OS 2.3

Because of the sensitivity of land within the Critical Areas Overlay District, use of TDRs and other means of preservation are preferable to site development and should be implemented wherever possible.

OS 2.4

Properties within the Critical Areas Overlay District retain the underlying zoning, but are subject to the requirements of the Overlay District. The Overlay District is intended to encourage a pattern of development which will protect and enhance the sensitive areas. The property owner may choose one of several techniques to realize development potential on the site:

- 1) An applicant may choose to use the Flexible Lot Design Process to accommodate innovation, creativity, and design flexibility, and to achieve a level of environmental protection that would not be possible by typical lot-by-lot development, but shall not exceed the underlying base density.

- 2) An applicant may choose to transfer the development rights of the parcel to preserve the land as open space. Under this option, the development rights would be calculated assuming the development potential allowed by the zoning district.

GOAL 3

Preserve the character of the interior areas of Bainbridge Island through establishment of an Open Space Residential District.

OS 3.1

The Open Space Residential District is designated for less intensive, residential development and a variety of agricultural and forestry uses.

OS 3.2

Residential development shall be compatible with the preservation of open space, forestry, agricultural activities, and natural systems. Accessory farm buildings and uses are allowable.

OS 3.3

The overall density for residential use shall be a maximum of one unit per 2.5 acres. However, the landscape should maintain the natural and scenic qualities of the Island.

OS 3.4

Development of the 40 acres of City-owned land located on Vincent Road (former site of the County landfill) shall be subject to a comprehensive and coordinated planning process that addresses such issues as, but is not limited to, compatibility and location of current and proposed uses, on-site circulation, off-site pedestrian connections, public amenities, landscaping, lighting and traffic. The planning process shall include a public outreach program that seeks the participation and input of both the immediate neighborhood and the larger Island-wide community.

GOAL 4

The Residential-1 (R-1) and Residential-2 (R-2) Districts are intended to recognize an existing development pattern in the Open Space areas of the Island.

OS 4.1

The R-1 District is intended to recognize an existing development pattern of one unit per acre.

OS 4.2

The R-2 District is intended to recognize an existing development pattern of two units per acre.

OS 4.3

The City should consider the development of subarea plans that establish land use policies and development standards tailored to the individual communities. Neighborhood participation in development of subarea plans should be encouraged.

GOAL 5

Maintain and enhance the unique character of Fort Ward Planning Area (as shown on Figure 4A) due to the history and natural landscape of the area and the sense of community that exists, including an open space system made up of wetlands, a neighborhood park, the historic marching fields, unbuildable slopes and the State Park (as shown on Figure 4B).

OS 5.1

Through an LID, grants or public or private funding sources, if funding occurs, or through the use of such techniques as cluster development or transfer of development rights within the Fort Ward area:

- 1) Preserve the parade marching fields as public open space, as well as street, trail and sidewalk improvements identified in the Fort Ward Action Plan, and
- 2) Protect and enhance the wetlands and associated buffers for a new community park which will include the natural systems from Kitsap Avenue, southwest past Belfair, as identified in the Fort Ward Action Plan.

Establish a mechanism to expedite the necessary changes to the Bainbridge Island Municipal Code to allow:

- 1) Transfer of density from the wetland area or parade grounds to elsewhere within the Fort Ward Core Area as shown on Figure 4A.
- 2) Replatting of the wetland area to avoid, as much as possible, development in the wetlands and buffer area and to preserve the parade grounds.
- 3) Development of a wetland overlay master plan to include a landscape reclamation plan, planting alternatives, access, use, drainage and building envelopes.

Discussion: After years of limited development, Fort Ward could be facing a dramatic increase in construction of new residential development. Many of the undeveloped lots in the Fort Ward planning area are non-conforming due to their small size. Many of these lots contain wetland or buffer area and may be developed using the Reasonable Use Exception of the Bainbridge Island Municipal Code. This policy provides mechanisms to minimize the impacts of future development on the wetlands. The parade grounds are an important historical feature of Fort Ward and a focal point of the community that also provides recreational opportunities for the residents of Fort Ward. This policy provides mechanisms to further maintain and enhance the unique character, historical value, sense of community and natural landscape of the Fort Ward Planning Area.

OS 5.2

In order to preserve historic structures within the Fort Ward Historic District, as shown on Fort Ward Navy Additions Map – Figure 4C:

- 1) The original density for Buildings E, 13, 18, 19, 20, 21, 46, 47, 48, 49, 50, and 51 and the existing density of Buildings B and C (10 units in total), Building 60 (12 units) and Building 65 (19 units) shall be permitted if the structure is maintained in a manner that would preserve the building's historic character and any renovation is conducted in accordance with a standard designated by the City; and
- 2) Building 16 shall be designated as appropriate for multi-family use of up to 8 dwelling units, provided that a portion of the building is dedicated as a community meeting place.

OS 5.3

Where possible, create tax incentives and encourage private purchase and renovation of historic structures. Transfer density within the Fort Ward Study Area as incentives for the preservation of historic structures.

OS 5.4

Develop specific design and development guidelines that recognize the unique qualities of the Fort Ward District and respond to the scale and natural features of the lots.

OS 5.5

Maintain housing opportunities for a range of economic levels. Provide exceptions to the guidelines to meet the American with Disabilities Act while maintaining the character of the community.

Historic Preservation

GOAL 1

Archaeological, cultural, and historic structures or places are an important community asset, are a part of Bainbridge Island's character, and should be identified, evaluated, and preserved.

HP 1.1

The City, in conjunction with the Bainbridge Island Historical Society, should identify and seek funding to continue the historic survey begun by the Washington State Department of Community Development. (Refer to Figure 11, Inventory of Historic Resources.)

HP 1.2

If feasible, the City should implement a local, historic registry program and/or the creation of a landmark commission.

HP 1.3

If feasible, the City should implement a local historic preservation ordinance.

HP 1.4

The City should encourage the preservation and rehabilitation of historic structures through the adoption of building code amendments for historic structures.

HP 1.5

Where feasible, owners of historic properties should receive tax advantages for maintenance and rehabilitation of historic structures through the adoption of building code amendments for historic structures.

GOAL 2

Historic structures or places are an important feature of community design and should be preserved and enhanced.

HP 2.1

Standards should be developed for design of projects adjacent to a historic structure to ensure that new development is compatible with the structure and that its surroundings are preserved.

HP 2.2

The impact to historic structures should be considered when establishing road placement, widths, and design.

HP 2.3

The city should establish a program to use incentives for rehabilitation of historic structures.

HP 2.4

Since a number of historic structures are located along Ericksen Avenue, specific development standards which ensure the protection of those historic structures should be developed for Ericksen Avenue.

HP 2.5

Preserve the historic character of the Fort Ward District by developing specific design and development guidelines that recognize and unique qualities of this district.

HP 2.6

The City should conduct a survey to identify all historic sites and structures, all archaeological sites and areas of suspected archaeological remains.

HP 2.7

To ensure the preservation of the historic character of the Lynwood Center building, the Pleasant Beach Grill and the Serenity House, any additions to, or redevelopment of, the existing structures should be located to the rear and should be consistent with the character of the older structure, if possible. The City should engage in cooperative efforts with owners to encourage preservation of the older structures.

GOAL 3

Archaeological resources found on Bainbridge Island should be identified, preserved, and/or left undisturbed.

HP 3.1

The City should determine the feasibility of developing a set of criteria to establish the City's preferred method of archaeological review and reporting consistent with state laws.

HP 3.2

The City, in cooperation with the Bainbridge Island Historical Society, shall develop an education program to increase awareness of the archaeological and/or historic resources on the Island.

Siting of Essential Public Facilities

GOAL 1

The needs of the community shall be met by providing public facilities and services that are equitably distributed throughout the community; that are located and designed to be safe and convenient to the people they serve; that provide flexibility of use and maximum efficiency; and that are compatible with adjacent uses, the environment, and preservation of public health and safety.

Discussion: The Growth Management Act requires that all jurisdictions planning under the Act must provide a process for siting essential public facilities. These goals and policies are intended to guide the siting process, and therefore, in accordance with RCW 36.70A.200(2), they do not preclude the siting of essential public facilities. Site specific consideration of a proposed essential public facility would occur during the development application review process.

PF 1.1

The City shall develop a list of essential public facilities of a local nature that may potentially be sited on Bainbridge Island and coordinate with the Kitsap Regional Coordinating Council in the development of a list of state and countywide public facilities.

PF 1.2

When a public facility of a statewide or countywide nature is proposed for Kitsap County, the City shall appoint representatives as members of the Facility Analysis and Site Evaluation Advisory Committee or any other established siting committee to evaluate proposed public facility siting.

PF 1.3

New public facilities shall not be located in designated resource lands, critical areas, or other areas where the siting of such facilities would be incompatible.

GOAL 2

The process for siting essential public facilities shall create an environment of cooperation and include adequate and early public review to promote trust between government agencies and the community.

PF 2.1

If a public facility is proposed for Bainbridge Island that is an “essential public facility,” as defined in RCW 36.70A.200, the Mayor shall appoint, and the City Council confirm, a Facility Analysis and Site Evaluation Committee composed of citizens, City staff, elected officials and appropriate technical experts which shall consider in determining a recommendation to City Council, at a minimum, the following:

- Analysis of the need for such facility;
- The development of specific siting criteria for the proposed project;
- Identification, analysis, and ranking of potential sites;
- Consistency with the goals and policies of the City’s Comprehensive Plan;
- Identification of potential physical impacts including, but not limited to, those relating to land use, the environment, transportation, utilities, noise, odor and public safety;
- Identification of potential cumulative impacts, including the likelihood of a related development locating in proximity to the proposed essential public facility;
- Identification of potential fiscal impacts to the local economy; and
- Measures to minimize and/or mitigate such impacts.

PF 2.2

The City or other government agency, if responsible for construction of an essential public facility, shall develop a community notification and communications plan that will ensure ongoing contact with the community during the planning and construction phase of a project. The plan should include identification of all departments that will play a role in the planning or construction of an essential public facility; identify other governmental regulatory requirements; identify strategies for coordinating interdepartmental and interagency activities and strategies for responding to emergency or problem situations; and identify a conflict resolution process.

EXISTING CONDITIONS

The Built Environment

The built environment is that portion of the land that has been developed in some way with manmade structures or other artificial (not natural) physical alteration of the landscape.

On January 1, 1992, the City published a *Land Use Inventory Report* which provided an inventory of existing land uses on the Island and an analysis of the remaining development potential, based on current zoning. The 1992 Inventory took into account constraints on future development as a result of critical areas, lot configuration, market forces, and property owner choices. A range of constraints was applied to the number of potential units of development from undeveloped and underdeveloped land. The estimated population which could be accommodated by the potential units was determined and then reduced by 50%, (to assume a high level of constraint) and by 10% (to assume a low level of constraint). Based on current zoning, a range of build-out potential was developed to account for the many factors that can potentially limit development, such as environmentally sensitive areas, lot configuration, water availability, sewage disposal requirements, location of existing buildings on developable parcels, and the public and private decision-making process.

Likely potential additional units on undeveloped and underutilized land are between 5,500 and 8,200. Based on the assumption that there will be an average of 2.4 persons per household in the future, this means a potential additional population range of 11,000 to 20,000 persons. Added to the 1992 population of 16,500, this means a total population of 27,500 to 36,500 persons.

In November 1993, the *Land Use Inventory* was re-analyzed. The re-analysis was entitled: *Bainbridge Island Land Use Re-Analysis – November, 1993*. The re-analysis was completed after a work group was convened to discuss the issues. The Re-analysis findings were similar to those of the 1992 *Land Use Inventory*.

According to the 1992 inventory, Bainbridge Island encompasses approximately 17,779 acres, or about 28 square miles. Of the 9,717 land-based (excluding tidelands) parcels, slightly over one-half (51%) have been developed to some degree, 7% are devoted to rights-of-way and the balance is undeveloped (42%). The inventory also revealed that the Island has over 1,400 non-conforming lots and over 1,500 conforming, platted lots.

Residential Development

Residential land uses occupy the largest percentage (73%) of developed land and 38% of all land on the Island (about 7,000 total units). Single-family homes account for 84%, while 16% are multi-family units in condominiums and apartment buildings of various sizes, mostly concentrated in Winslow. (Multi-family units are those units containing more than one living unit in a single structure.)

The most densely developed areas are in Winslow and along the shoreline of the Island. The Winslow area, which is a mix of single-family, multi-family, and mixed use units, is developed at about 2.5 units per acre.

Commercial Development

Commercial development is also mainly concentrated in the Winslow area and in the three neighborhood centers: Rolling Bay, Island Center, and Lynwood Center. However, there are numerous commercial uses scattered about the Island in areas not zoned for commercial use. These uses were approved by Kitsap County as conditional uses, previously existing uses which are now nonconforming, or are home occupations.

Winslow

The 1992 *Land Use Inventory* had only a brief analysis of commercial land and commercial uses because of inadequacies in data available at the time. The inventory shows approximately 190 acres³ in Winslow zoned for commercial use, with 37 acres⁴ underdeveloped. A subsequent detailed study was conducted, dated May 6, 1993, that analyzed each parcel in the commercially zoned areas of Winslow for its development or redevelopment potential.⁵ That study found that there are today 600,000 square feet of commercial development in Winslow, or about 33 square feet of commercial space per person.

The study further found that under existing conditions, assuming no changes in land use policy, there is development potential for an additional 625,000 square feet of commercial space.

The results of the *Potential Buildout Study* were re-examined during the Vision Winslow Design Workshop, and the findings of the May 6, 1993 study were confirmed.⁶

Neighborhood Centers

Commercial activity in the neighborhood centers of Rolling Bay, Island Center, and Lynwood Center has developed not in response to neighborhood demand, but more as a function of the location of the centers themselves: each is located at or near a major Island crossroads. With the exception of the convenience stores found at each, virtually all businesses in the neighborhood centers draw Island-wide trade.

Zoning in these areas has served more to legitimize what already exists rather than in response to an overall plan. As a result, there is little or no undeveloped, commercially zoned land in the centers.

³ Did not include the three undeveloped parcels (comprising 17+ acres) on which the ravine is located.

⁴ Did not include the three undeveloped parcels (comprising 17+ acres) on which the ravine is located.

⁵ *Potential Buildout of Winslow Under Current Zoning and Under CPAC's Preferred Alternative*, May 6, 1993, Bruce Anderson and Jane Allan.

⁶ The Vision Winslow Design Workshop was a two-day workshop to test the viability of the recommendations in the Comprehensive Plan to target Winslow for additional growth. Workshop participants included Island architects, bankers, developers, realtors and citizen representatives. (See pages 32 and 33 of the Introduction for a more detailed description.)

Neighborhood Service Center Commercial Activity				
Center	Total Acres Zoned Comm.	Undeveloped	Acres Residential	Commercial Square Feet
Rolling Bay	7.00	0.34	0.68	32,300
Island Center	8.00	0	0	42,500
Lynwood Center	24.00	3.00	5.38	30,000
TOTAL	39.00	3.34	6.06	104,800

The neighborhood centers offer a limited range of goods and services from convenience stores, which mainly serve the local neighborhoods, to specialty businesses, such as auto repair, hair salons, art galleries, nurseries, and restaurants, that serve clientele not only Island-wide but from off-Island as well. The Island's only movie theater is located at Lynwood Center.

The total commercial space available goes through periodic cycles of high and low vacancy rates. There is a rather high turnover in small rental spaces in the centers, while the larger owner-occupied businesses remain relatively steady.

Light Manufacturing

Light manufacturing-zoned areas are intended for low-impact, low-intensity manufacturing activities, including research, testing, warehousing of goods, and fabrication, assembly, and processing of products. Light manufacturing (LM) uses are mainly confined to the Day Road Industrial Park area near the intersection of Day Road and SR 305. The 40-acre Day Road area contains approximately 277,000 square feet of light manufacturing space (approximately 7,000 square feet per acre) and houses roughly 30 businesses with a total of over 450 employees. Businesses range from a newspaper publisher, soil analysis company, manufacturers of pottery, fishing equipment, and office furniture to a smoked salmon business. Only 5 acres currently zoned for LM are undeveloped.

There are three other single-use, light manufacturing sites and one four-parcel LM site (two are developed, two are undeveloped) scattered about the Island. These sites account for another 100,000 square feet of space. However, 90,000 square feet of this is in storage space at New Brooklyn Road and Madison Avenue, a use that is also permitted in the neighborhood centers.

Light Manufacturing Areas			
Light Manufacturing Areas	Total Acres Zoned LM	Existing Square Feet Light Manufacturing	Total Acres Vacant
Day Road	40.00	277,012	5
New Brooklyn	4.35	90,440	
Sportsman Club	4.08	7,200	1.14
Fletcher Bay Road	1.14	3,894	
Eagledale Marina	2.36		
TOTAL	51.93	378,546	6.14

Industrial

There are two industrial sites on Bainbridge Island. One is the Washington State Department of Transportation ferry repair facility and Bainbridge Marine and Boat Yard located in Eagle Harbor, just west of the ferry terminal. The other is the Pacific Resources (formerly Wyckoff) site at the southeast entrance to Eagle Harbor. Pacific Resources operated as a creosoting plant for many years and is now out of that business. It does, however, still perform minor industrial operations not involving chemical processing. It is the only land-based portion of the Eagle Harbor Superfund cleanup site designated by EPA Region 10.

2004 Update – The Built Environment

Build Out Estimations – The 1992 estimate of build-out ranges from 27,500 to 36,500. The Office of Financial Management estimate for 2003 population is 21,350. Several more recent estimates of build-out have produced figures of 30,000 and 33,000. This is within the bracket set by the 1992 study and is therefore consistent with those estimates.

Residential Development

County land use codes were used to analyze the level of development that has occurred since 1992. In this analysis a single family residence situated on any size lot is listed as a developed lot. In 1992, 38% of all the land on the Island was listed as developed for residential use. This figure does not include open space in separate parcels in subdivisions or parcels in some type of Kitsap County Current Use Assessment program. The number of dwelling units on the Island has increased from about 7,000 units in 1992 to 9,100 units as of April 1, 2003.

Commercial Development

The general location of commercial development has not changed since 1992. Development is concentrated primarily in the Winslow area and in the three neighborhood centers: Rolling Bay, Island Center, and Lynwood Center. Most of the new commercial development has occurred in the Winslow area, much of which has been in the Hildebrand Lane area south of High School Road. The only significant new commercial development in the three neighborhood centers is a new grocery store at Lynwood Center. This business was, however, previously located in another building at Lynwood Center.

Light Manufacturing

Since the Comprehensive Plan was adopted, four additional areas have been designated Light Manufacturing. A 35-acre area located to the north of the existing Day Road Light Manufacturing area was designated Light Manufacturing in 1997. This new area has not yet been developed and is awaiting approval of master plan development permit. Another 4.77-acre parcel located east of SR 305 on the south side of Day Road was designated and zoned Light Manufacturing in 1999. This property has also not been developed.

Two other properties were designated and zoned Light Manufacturing in 1999. These are located north of New Brooklyn Road, on or near Sportsman Club Road. One of these properties contains two parcels with 16 acres and is located on the north side of New Brooklyn Road and east of Sportsman Club Road. This property has not yet been developed and is currently operated as a Christmas tree farm. The other area is located on the east side of Sportsman Club Road northeast of Sakai Intermediate School. This 7.28-acre property contains two parcels and remains undeveloped.